HERITAGE IMPACT STATEMENT 80-88 REGENT STREET, REDFERN



24 AUGUST 2018 SH1461 PREPARED FOR IGLU

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EXECUTIVE SUMMARY

Urbis has been engaged by Iglu Pty Ltd to prepare the following Heritage Impact Statement for the proposed redevelopment of 80-88 Regents Street, Redfern (Lot A-E, DP 105824) (herein referred to as the 'subject site'). It is proposed to construct a multi-level student accommodation building at the subject site.

The subject site is not a locally listed heritage item under the Sydney Local Environmental Plan (LEP) 2012, as shown in Figure 1, below. It is, however, located adjacent to the 'Redfern Estate Conservation Area'.

A heritage impact statement assessing the potential impact of the proposed in its vicinity is therefore required to accompany the Development Application.

Figure 1 - Heritage map showing the heritage listed items in the vicinity of the subject site. Subject site indicated in blue.



Source: Sydney LEP 2012, Heritage Map HER_009

The proposed works have been assessed to have no impact on the proximate Redfern Estate Heritage Conservation Area. The reasons are summarised as follows:

- The subject site has been earmarked for higher density development as evidenced by the relevant controls in the Major Development SEPP in which the subject site and blocks to the north and south are zoned with a substantial FSR and height controls. The conservation area is therefore likely to exist in the context of development of higher density than which exists currently. Notwithstanding the subject site, the subject block and the block adjacent to the north have already been developed in accordance with these controls and now feature contemporary multi storey developments.
- The redevelopment of the subject site will complete the pattern of similar development that has occurred in the subject block. The impact of this on the conservation area in terms of character and scale would therefore be neutral.
- The removal of the shopfronts has been assessed in accordance with the assessment of significance. It
 is considered that a better urban design outcome for the site would be achieved by their removal and the
 construction of an entirely new development with a sympathetic podium which is appropriate to the scale
 of the streetscape. Notwithstanding, the podium would respect the forms and rhythm of the remnant
 early shopfront adjacent to the north. The podium would be broken up into vertically proportioned bays
 and would represent a contemporary interpretation of the historic building typology on the street.
- The proposed podium is consistent with the approved development on the adjoining site at 60-78 Regent Street Redfern and would have a relationship in terms of height with several double storey items comprised within the conservation area. The podium would serve to visually mediate the difference in scale between it and the proposed development.

- The podium would provide a good urban design outcome along Regent Street, where the higher density developments have ground floor retail. The external treatment of the ground floor tenancies would reflect the pattern of development along Regent Street and contribute to the amenity of local residents.
- The proposed multi storey student accommodation demonstrates design excellence and has been sympathetically designed with consideration of form and materiality, specifically;
 - The use of masonry on the podium softens the appearance of the bulk. It would assist in defining the podium and would establish some relationship with the items comprised in the conservation area in terms of materiality;
 - The south-east corner is set back from the street below the podium level and establishes a relatable scale between the subject building and the building stock to the south and east; and
 - The building has a high void to solid ratio, which ensures that the solidity of the masonry is balanced with penetrations in the façade. This would serve to visually break up the bulk of the development.
- The proposed development is visually and physically separate from Heritage Conservation Area and will have no impact on any listed heritage items.

In accordance with these observations, the proposed works are supported from a heritage perspective.

1. INTRODUCTION

1.1. BACKGROUND

Urbis has been engaged by Iglu Pty Ltd to prepare the following Heritage Impact Statement for the proposed redevelopment of 80-88 Regents Street, Redfern (Lot A-E, DP 105824) (herein referred to as the 'subject site'). It is proposed to construct a multi-level student accommodation building at the subject site.

The subject site is not a locally listed heritage item under the Sydney Local Environmental Plan (LEP) 2014. It is, however, located adjacent to the 'Redfern Estate Conservation Area'.

This heritage impact statement assessing the potential impact of the proposed in its vicinity is therefore required to accompany the Development Application.

1.2. SITE LOCATION

The site is located at 80-88 Regent Street, Redfern. The subject site is approximately 100 metres south east of Redfern Train Station.

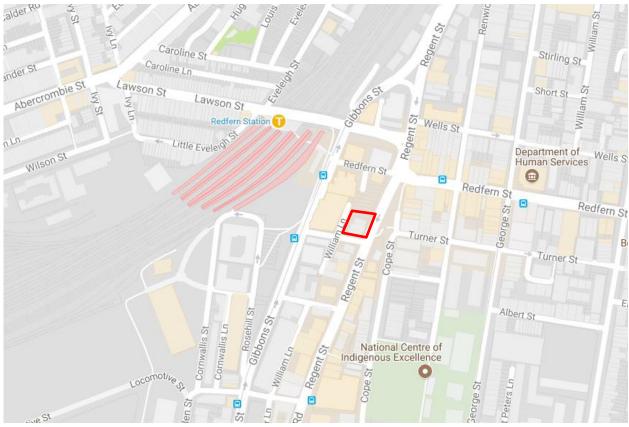


Figure 2 - Locality diagram, subject site shown in red

Source: Google Maps, 2018

1.3. METHODOLOGY

This Heritage Impact Statement has been prepared in accordance with the NSW Heritage Division guidelines 'Assessing Heritage Significance', and 'Statements of Heritage Impact'. The philosophy and process adopted is that guided by the *Australia ICOMOS Burra Charter* 1999 (revised 2013).

It is noted that the legislation relevant to the subject site constitutes the State Environmental Planning Policy (Major Development) 2005 Redfern-Waterloo Authority Sites. In accordance with Part 1 (5) of this instrument, no other environmental planning instruments apply to the site.

A request was made for a Secretary's Environmental Assessment Requirements (SEARs), pursuant under Clause 3, Schedule 2 of the *Environmental Planning and Assessment Regulation 2000* in relation to SSD 9275. The SEARs was issued on the 10 May 2018. This Heritage Impact Statement has been prepared in accordance with the SEARs.

As part of the SEARs requirements Urbis has consulted with the *Office of Environment and Heritage* regarding the proposed works. No response has been received to date.

Notwithstanding, as the identified conservation area is located outside this area, it is considered appropriate that the proposed works are considered with reference to relevant controls and provisions contained within the City of Sydney Local Environmental Plan 2012 and the City of Sydney Development Control Plan 2012.

It is our understanding that the demolition of the terraces has previously been approved under an earlier development application. The demolition component of the proposal has therefore not been assessed in this report.

1.4. AUTHOR IDENTIFICATION

The following report has been prepared by Alexandria Barnier (Senior Heritage Consultant) and Kate Long (Heritage Assistant).

Unless otherwise stated, all drawings, illustrations and photographs are the work of Urbis.

1.5. THE PROPOSAL

This State Significant Development Application (SSDA) seeks approval for the development of a new student accommodation facility. Specifically, the proposal involves:

- site preparation works;
- construction and use of an 18 storey building comprising:
 - 265 student accommodation beds within 185 units, arranged as follows:
 - 163 x studio units;
 - 6 x loft units; and
 - 16 x 6-bed cluster units.
 - communal student facilities including study areas, rooftop terrace and laundry facilities;
 - three ground floor retail tenancies;
 - a single commercial tenancy;
- landscaping works including terrace planting; and
- extension and augmentation of services and infrastructure as required.

The proposal will operate as an integrated campus with the adjoining Iglu facility adjacent at 66 Regent St Redfern which commenced operation in early 2018.

This report has been prepared with reference to the following plans prepared by Bates Smart Architects;

٠	DA A03.101 Revision A	Ground Floor Plan	10/08/2018
•	DA A03.102 Revision A	Level 00 Mezzanine	10/08/2018
•	DA A03.103 Revision A	Level 01	10/08/2018
•	DA A03.104 Revision A	Level 02	10/08/2018
•	DA A03.110 Revision A	Typical Floorplate Level 2-16	10/08/2018
•	DA A03.119 Revision A	Roof Terrace Level	10/08/2018
•	DA A09.001 Revision A	Elevation East	10/08/2018
•	DA A09.002 Revision A	Elevation South	10/08/2018
•	DA A09.003 Revision A	Elevation West	10/08/2018
٠	DA A09.004 Revision A	Elevation North	10/08/2018
•	DA A10.001 Revision A	Section A	10/08/2018
٠	DA A10.002 Revision A	Section B	10/08/2018

Figure 3 – Proposed Street Front



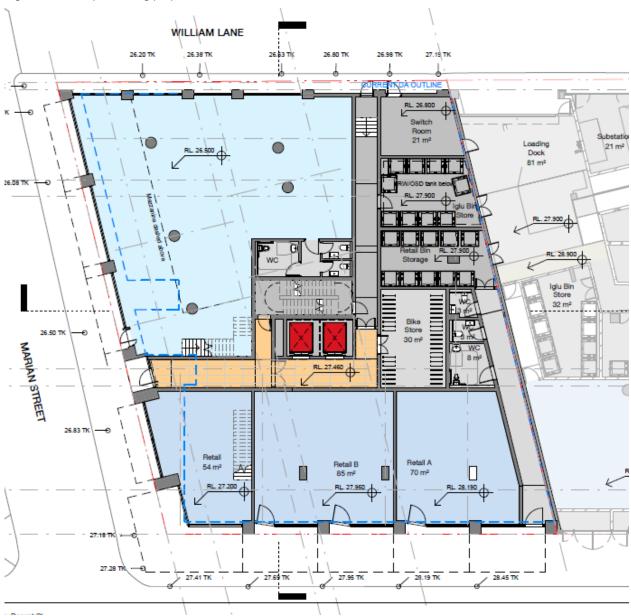
Source: Bates Smart Architects

Figure 4 – Proposed south east corner of subject site



Source: Bates Smart Architects

Figure 5 – Excerpt showing proposed Ground Floor Plan



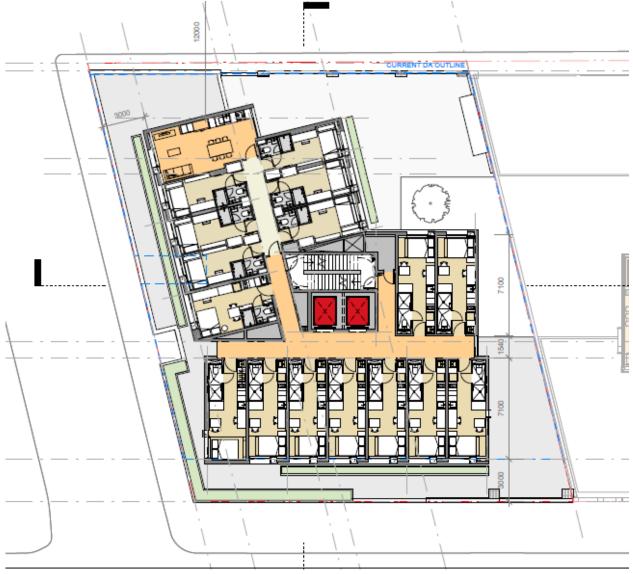
Source: Bates Smart Architects





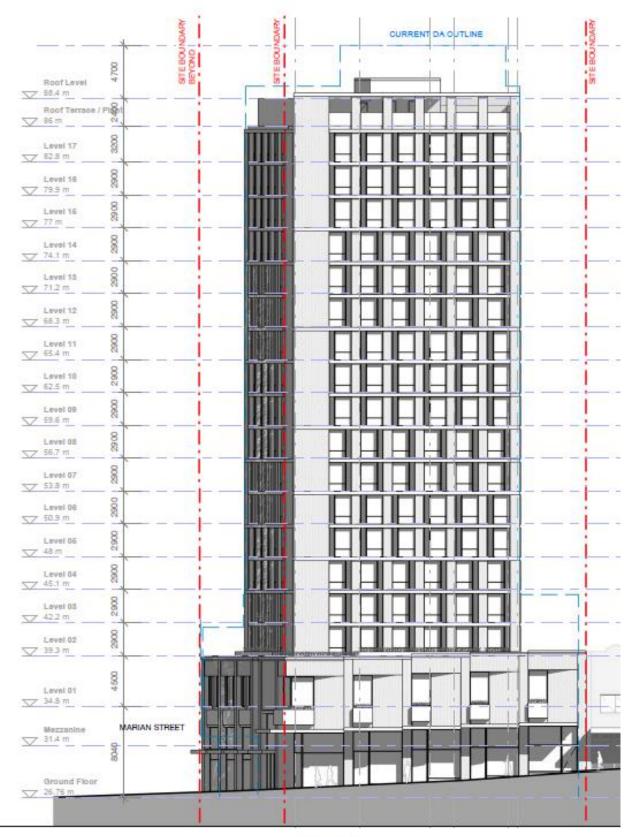
Source: Bates Smart Architects

Figure 7 – Excerpt showing proposed Typical Floorplate Level 2-16



Source: Bates Smart Architects

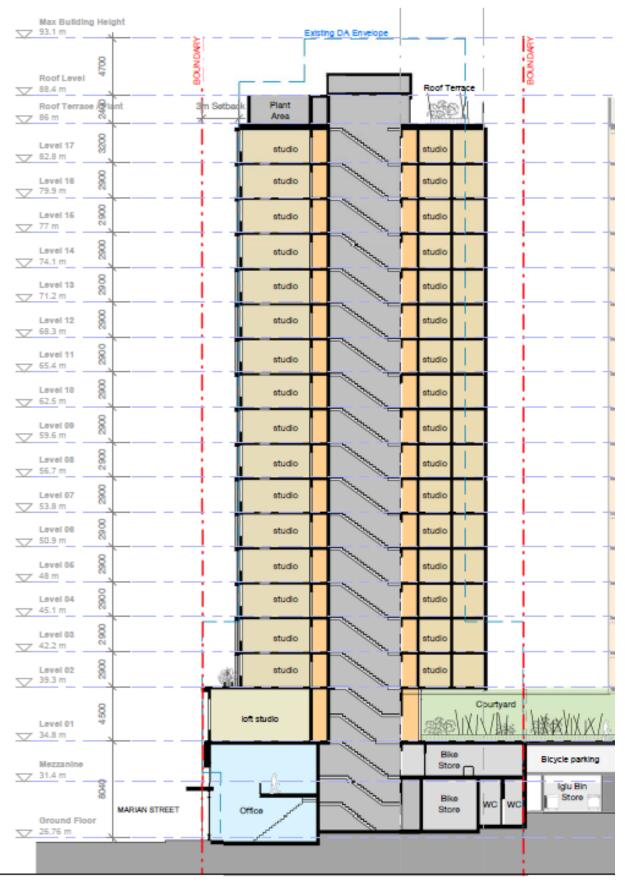
Figure 8 – Excerpt showing Elevation East



Iglu Regent St

Source: Bates Smart Architects

Figure 9 – Excerpt showing Section B



Source: Bates Smart Architects

Iglu Regent St

2. SITE DESCRIPTION

The subject site is located at 80 -88 Regent Street at the corner of Marian Street. The subject buildings are orientated east towards Regent Street with rear access to the subject dwellings from William Lane to the west. The subject site is legally described as lots A, B, C, D and E of Deposited Plan 105824. The subject site is located on a main arterial road and is located opposite the Jack Floyd Reserve.

The subject site comprises federation commercial terraces on the western side of Regent Street. The southernmost shop (no. 88) is located on the corner of Regent Street and Marian Street.

The eastern façades of the shops are largely original above the line of the ground floor awning and are representative of Victorian commercial terraces. However, the double arched windows in the primary façade of the northern shop have been removed and replaced with a simple rectangular window. All five shops are surmounted by a parapet with decorative relief including a central triangular element. The first floor of the two northernmost properties is painted green and the remaining three are painted in various colours.

Below the awning there is little original fabric. Specifically, the southernmost shopfront appears to be the only one which features an original inset splayed entry with tiles, albeit the glazing and mullions may be later. All other shopfronts have been highly modified.

The interior of the terraces are in varying states of deterioration. All have been modified to accommodate various retail services. One of the walls on the ground floor between no.'s 88 and 86 has also been demolished.



Figure 10 – Aerial photograph of subject site

Source: Near Map 2018

Figure 11 – Front facades of subject site from Regent Street facing west



Source: Urbis, 2018



Figure 12 – Rear of subject site from corner of Marian Street and William Lane facing north east

Source: Urbis, 2018

Figure 13 – Rear of subject site from William Lane facing east



Source: Urbis, 2018

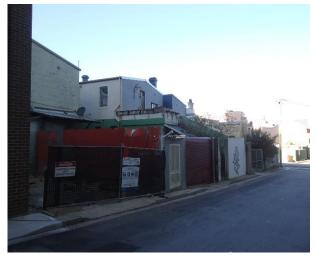


Figure 14– Rear of subject site from William Lane facing south Source: Urbis, 2018



Figure 15 – Rear of 86 Regent Street Source: Urbis, 2018

Exterior images of subject site



Figure 16 – View south of shopfronts on Regent Street Source: Urbis, 2018



Figure 17 – Shop fronts on Regent Street Source: Urbis, 2018



Figure 18 – Underside of awning at 88 Regent Street Source: Urbis, 2018



Figure 19 – South east corner of subject site Source: Urbis, 2018



Figure 20– Rear of property to south of subject site *Source: Urbis, 2018*



Figure 21 – Student accommodation adjacent to subject site

Source: Urbis, 2018

Interior images of subject site



Figure 22– Ground floor of no. 80 facing west Source: Urbis, 2018

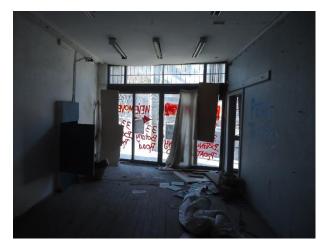


Figure 23– Ground floor of no. 80 facing east Source: Urbis, 2018



Figure 24 – Ground floor of no. 82 facing west Source: Urbis, 2018



Figure 25 – Ground floor of no 82 facing east Source: Urbis, 2018



Figure 26 – Detail of ceiling on ground floor at no. 82 *Source: Urbis, 2018*



Figure 27 – First floor of 82 facing west towards kitchen Source: Urbis, 2018



Figure 28 – Ground floor of no. 84 facing west *Source: Urbis, 2018*



Figure 30 – Ground floor of no 86 facing east Source: Urbis, 2018



Figure 32 – Ground floor of no 88 facing east Source: Urbis, 2018



Figure 29 – Ground floor of no. 84 facing east Source: Urbis, 2018



Figure 31 – Ground floor of no 86. Facing west *Source: Urbis, 2018*



Figure 33 – Ground floor of no 88 facing west Source: Urbis, 2018

3. HISTORICAL OVERVIEW

3.1. AREA HISTORY

The subject site originally formed part of 100 acres (40.47 hectares) originally granted to Dr William Redfern, surgeon, on 8 October 1816.¹ This grant was one of three key grants made in the area that marked its first subdivision in the early 1800s. The remaining grants were made to Edward Smith Hall (Edward Smith Hall Estate, 185 acres in Surry Hills, east of Redfern Estate), JT Campbell (Mount Lachlan Grant, 185 acres in size, south of Redfern and Hall Estates).²

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Figure 34 - Excerpt from Parish of Alexandria Map, undated

Source: NSW Land Registry Services, Historic Land Records Viewer

The boundary of the Redfern Estate today can be reflected by Cleveland, Elizabeth and Phillip Streets, and Regent/Botany Road. At the time of the grant, the area was known as fertile land, as a result of existing feeder streams and swamps.³

In 1834, large lots were offered for lease from 2-5 acres, and a new road was laid out along the northern boundary, now Cleveland Street. In 1842 Redfern Estate was offered for sale and subdivided on a regular grid pattern into eight blocks. Four of the five streets created were continuations of major city streets to the north. One major east-west street was provided, Redfern Street. The Estate also contained an extensive area of gardens of approximately 40 acres in size.⁴

¹ Land Titles Office Certificate of Title Volume 1153 Folio 239

² HBO & EMTB Urban and Landscape Design 2006, Waterloo & Redfern: Urban design report, prepared for City of Sydney,

http://www.cityofsydney.nsw.gov.au/development/documents/CityPlan/SiteSpecificPlanning/RedfernWaterloo/Final/1_Introduction.pdf. ³ (ibid).

⁴ HBÓ & EMTB Urban and Landscape Design 2006, Waterloo & Redfern: Urban design report, prepared for City of Sydney, http://www.cityofsydney.nsw.gov.au/development/documents/CityPlan/SiteSpecificPlanning/RedfernWaterloo/Final/1_Introduction.pdf.

Progress of the subdivision of Redfern Estate, including the new street pattern and progress of development, can be seen in the Woolcott and Clarkes Map of Sydney from 1854.

Redfern was a highly desirable suburb by the start of the 1850s. Pitt Street in particular was a sought after street and the houses reflected this, with attic storeys, timber columns, French Doors and stucco scribed to resemble ashlar stonework, which was also used elsewhere in Sydney at the time.⁵

By the late 1850s the Redfern Estate and surrounding lands were amalgamated to make up the area of Redfern Municipal Council.⁶ Railway expansion from the 1850s to the 1930s also assisted to define the western boundary of Redfern, and determined the pattern of strip retail/commercial development along Redfern and Regent Street/Botany Road.⁷

⁵ Heritage Branch Inventory Sheet no. 2421496

⁶ Tonkin Zulaikha Greer Architects 2007, Redfern Public School: Heritage assessment and statement of heritage impact, prepared for the Department of Planning and Infrastructure,

http://www.planning.nsw.gov.au/asp/pdf/06_0267_niydc_envtasst_appendixes/06_0267_appendix_7_pages%20from%20heritage%20a ssessment%206-10.pdf

⁷ HBO & EMTB Urban and Landscape Design 2006, Waterloo & Redfern: Urban design report, prepared for City of Sydney,

 $http://www.cityofsydney.nsw.gov.au/development/documents/CityPlan/SiteSpecificPlanning/RedfernWaterloo/Final/1_Introduction.pdf.$

3.2. SITE HISTORY

Research for the following site history has been based on historical mapping, land titles searches, and Sands Directory entries.

A review of relevant historical mapping suggests that the subject site was not developed until c. 1865, at the earliest. Earlier mapping strongly suggests that no structures were present c. 1854-55; no structures are present in the 1854 Woolcott & Clarke map (Figure 36), and although the subject site is located outside of the area covered in the 1855 Smith & Gardiner's map (Figure 37

Figure 37), the western side of Botany Road is shown in this map to generally be undeveloped at that time.

As the below historical maps show, land elsewhere in Redfern had been substantially developed by 1854/55.

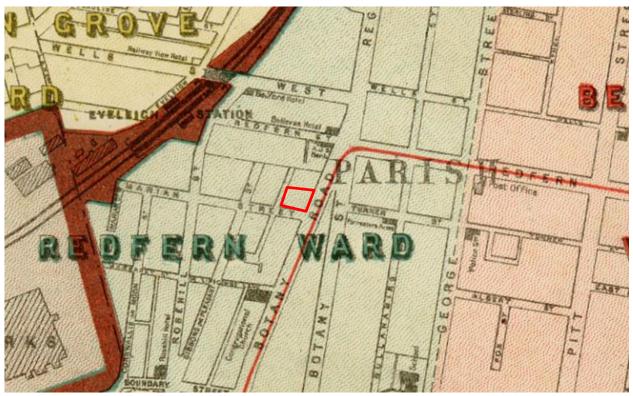
The earliest, definite appearance of buildings on the site is evident in the c. 1864 Trigonometrical Survey of Sydney. This historical map clearly shows at least four buildings as being present within the current subject site boundaries, though there is potential that at least part of a fifth building located further to the north may also have fallen within the current subject site (refer Figure 38).

The Metropolitan Detail Series map, dated 1887, shows a very similar configuration of buildings to that shown in the Trigonometrical Survey, though the northern buildings are shown in a slightly different configuration with an additional narrow building shown within the current subject site footprint. This map suggests that a total of five buildings (two wide, and three narrow) were located within the subject site at this time. Based on this mapping, it is also likely that at least part of a sixth narrow building, located further to the north, fell within the current subject site boundaries.

This is consistent with the Land Title record for the subject site dated October 1900, which also shows a total of five buildings (two wide, and three narrow) being located within the subject site, as well as part of a sixth narrow building to the north.

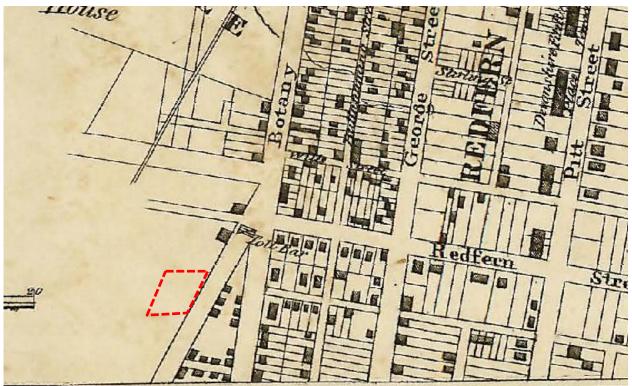
The Atlas of the Suburbs of Sydney, dated c. 1885-1890 (Figure 35) shows that no buildings of note, being particularly civic or more substantial buildings, were present at the subject site at that time.

Figure 35 - Atlas of the Suburbs of Sydney, c. 1885-1890, location of subject site indicated in red



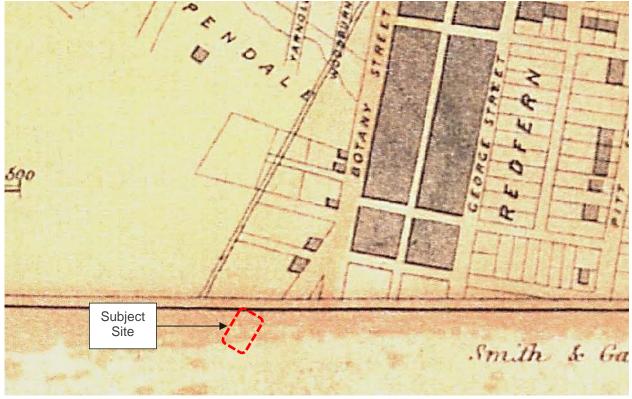
Source: http://www.photosau.com.au/cosmaps/maps/pdf/AS/Redfern.pdf]

Figure 36 - Excerpt from Woolcott & Clarke's Map of the City of Sydney, 1854. Subject site indicated in red



Source: City of Sydney, Historic Atlas

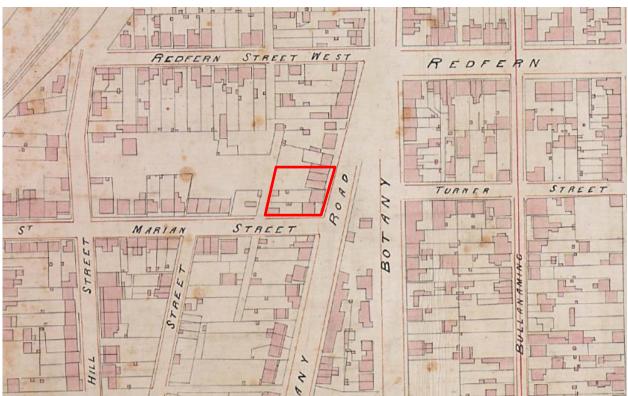
Figure 37 – Smith and Gardiner's Map of Sydney and Suburbs, 1855 (Approx. location of subject site indicated)



Source:

http://www.photosau.com.au/cosmaps/maps/pdf/C19/1855%20Smith%20and%20Gardiners%20map%20of%20Sydn ey.pdf

Figure 38 - Excerpt from City of Sydney - Trigonometrical Survey, c1864: Block 152, subject site indicated in red



Source: City of Sydney, Historic Atlas

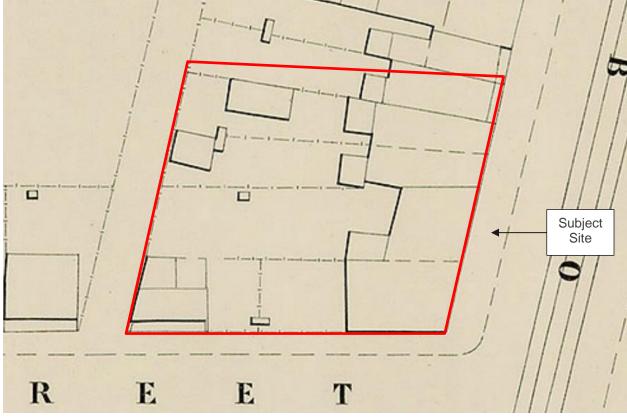
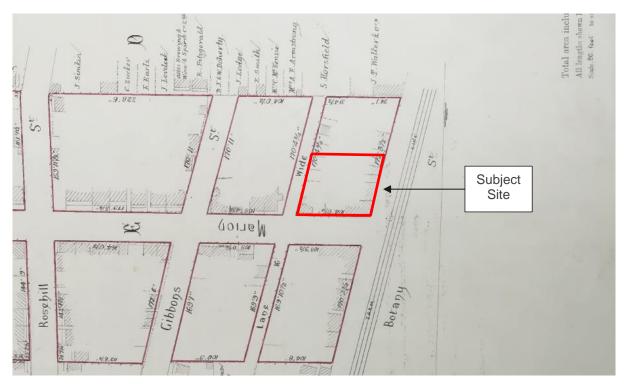


Figure 39 – Sydney Metropolitan Detail Series, Redfern, Sheet 18, 1887 (subject site indicated)

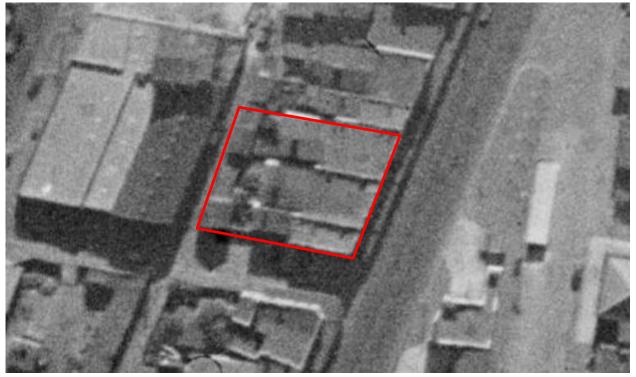
Source: State Library of NSW, item ID 861582





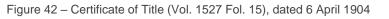
Source: NSW Land and Property Information

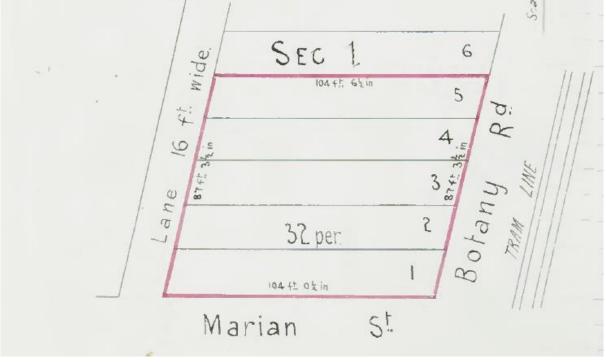
Figure 41 – Historic aerial of subject site, 1943



Source: SIX Maps, 2018

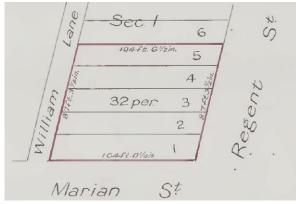
Based on a review of the relevant Land Titles records, it appears that the subject site was divided into five narrow allotments c. 1904 (Figure 42). The configuration of the individual allotments established c. 1904 has been maintained since, as shown in Figure 42 through to Figure 44.



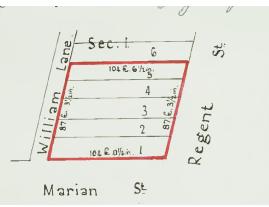


Source: NSW Land and Property Information

Figure 43 – Land Title records for the subject site. Left Certificate of Title (Vol. 4695 Fol. 221), dated 27 June 1935. Right: Certificate of Title (Vol. 6845 Fol. 52), dated 5 August 1954.

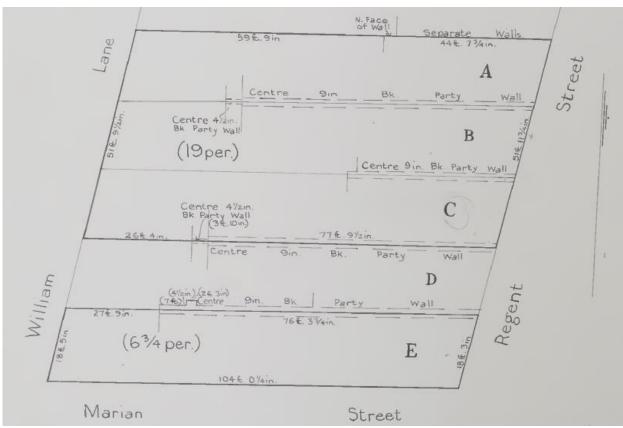


Source: NSW Land and Property Information



Source: NSW Land and Property Information

Figure 44 - Certificate of Title (Vol. 8381 Fol. 162), dated 24 July 1962



Source: NSW Land and Property Information

The earliest available recording for the subject site in the Sands Directory dates to 1879, and identifies the building occupants as follows:

- Charles Southey
- Edward Quick, builder
- William Nichols, dealer
- Henry Press
- Charles Peat, hairdresser
- David Austin, pawnbroker

Here Marian Street

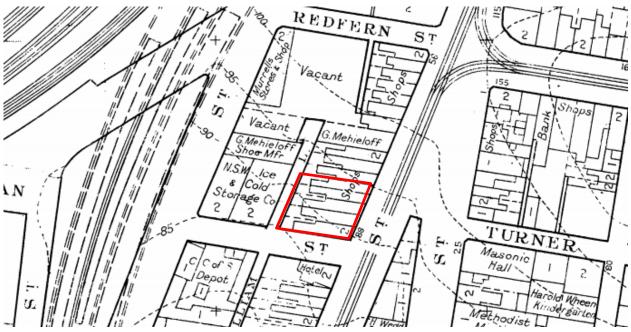
The buildings continued to house a variety of local businesses, including furniture makers, carpenters, hairdressers and greengrocers; a summary of listed occupants is provided in Appendix A. These were relatively standard services; there is no evidence in the Sands Directory listings to suggest that the buildings had any use that would have been of particular importance to the local community, or that they were owned or occupied by any important figures or personalities.

A review of the Sands Directory listings suggests that the numbering of 112-120 applied to the subject properties until 1891, at which time they changed to 132-140. They changed again in 1915 to the present numbering of 80-88.

Though it is not clear from the historical record exactly when the current terraces present at the subject site were constructed, the Land Titles records strongly suggests that they were constructed soon after c. 1904 and following the regular subdivision of the subject site into five equal allotments. This is consistent with the architectural style of the terraces, which are vaguely Federation in their parapet design.

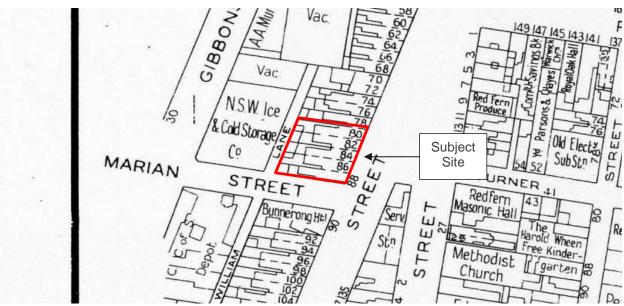
Historical mapping also suggests that small-scale outbuildings were present at the rear of the subject properties post-c.1904 (refer Figure 46). These structures are unlikely to have been particularly substantial or robust, and are highly unlikely to have had any historically significant uses.

Figure 45 - Civic Survey, Redfern, c. 1951. subject site indicated in red.



Source: http://www.photosau.com.au/cosmaps/maps/pdf/CS/Redfern.pdf

Figure 46 – City Building Surveyor's Department, Building Regulation Branch, Sheet 15, 1968-1972 (subject site indicated)



Source: http://www.photosau.com.au/cosmaps/maps/pdf/CBS/Sheet15.pdf

3.3. DATE OF CONSTRUCTION

A review of available historical information, as well as a visual inspection of the buildings currently present on site, suggests that they were constructed soon after c. 1904 and in association with the subject site being subdivided into five equal and regular allotments.

Previous structures on site appear to have been constructed close to c. 1865. Earlier mapping does not show any evidence of structures c.1854/55. Historical evidence suggests that the structures built c. 1865 were maintained on site until c. 1904, when the current terrace buildings were constructed.

3.4. PROPERTY OWNERS

Appendix A lists tenants of the subject property from known historical records back to 1883. It appears that the shops were typically tenanted by five different businesses at any one time and that these tenants had various lengths of tenure in the shops.

4. HERITAGE SIGNIFICANCE

4.1. WHAT IS HERITAGE SIGNIFICANCE?

Before making decisions to change a heritage item, an item within a heritage conservation area, or an item located in proximity to a heritage listed item, it is important to understand its values and the values of its context. This leads to decisions that will retain these values in the future. Statements of heritage significance summarise the heritage values of a place – why it is important and why a statutory listing was made to protect these values.

4.2. SIGNIFICANCE ASSESSMENT

The Heritage Council of NSW has developed a set of seven criteria for assessing heritage significance, which can be used to make decisions about the heritage value of a place or item. There are two levels of heritage significance used in NSW: state and local. The following assessment of heritage significance has been prepared in accordance with the 'Assessing Heritage Significance' guides.

Criteria	Significance Assessment
A – Historical Significance An item is important in the course or pattern of the local area's cultural or natural history.	The subject site generally constitutes evidence of a period of development along Regent Street. Notwithstanding, the context of the building is significantly degraded and the area is no longer clearly indicative of this historical phase as the Redfern Conservation Area is. The subject site does not meet the required threshold for this criterion.
Guidelines for Inclusion	Guidelines for Exclusion
 shows evidence of a significant human activity is associated with a significant activity or historical phase maintains or shows the continuity of a historical process or activity 	 has incidental or unsubstantiated connections with historically important activities or processes provides evidence of activities or processes that are of dubious historical importance has been so altered that it can no longer provide evidence of a particular association
B – Associative Significance An item has strong or special associations with the life or works of a person, or group of persons, of importance in the local area's cultural or natural history.	There is no evidence which indicates that the people historically associated with the subject shops have any particular significance in the local or state area. The subject site does not meet the required threshold for this criterion.

Table 1 – Assessment of heritage significance

Criteria	Significance Assessment
Guidelines for Inclusion	Guidelines for Exclusion
 shows evidence of a significant human occupation is associated with a significant event, person, or group of persons 	 has incidental or unsubstantiated connections with historically important people or events provides evidence of people or events that are of dubious historical importance has been so altered that it can no longer provide evidence of a particular association
C – Aesthetic Significance An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technic achievement in the local area.	 The subject shops are generally representative of early 20th century commercial development along Regent Street and make some contribution to the setting of the primarily Victorian Redfern Estate. Above the ground floor awning the shops are mostly intact except for the northernmost terrace which contains a later window. The remaining shops have arched head windows and all have a decorative parapet. Notwithstanding the above, below the awning the shops have been irreversibly altered and have little original fabric. Furthermore, the setting of the items has been substantially degraded by the contemporary development concentrated around Redfern train station. It is generally assessed that the subject shops make some contribution to the setting of the conservation are to the east however the subject site does not meet the required threshold for this criterion.
Guidelines for Inclusion	Guidelines for Exclusion
 shows or is associated with, creative or technical innovation or achievement is the inspiration for a creative or technical innovation or achievement 	 is not a major work by an important designer or artist has lost its design or technical integrity
is aesthetically distinctive	 its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded
 has landmark qualities exemplifies a particular taste, style or technology 	 has only a loose association with a creative or technical achievement

Criteria	Significance Assessment
D – Social Significance An item has strong or special association with a particular community or cultural group in the local area for social, cultural or spiritual reasons.	There is no evidence which indicates that the subject site has any particular associations with any community or cultural group in the area. The subject site does not meet the required threshold for this criterion.
Guidelines for Inclusion • is important for its associations with an identifiable group • is important to a community's sense of place	Guidelines for Exclusion • is only important to the community for amenity reasons • is retained only in preference to a proposed alternative
E – Research Potential An item has potential to yield information that will contribute to an understanding of the local area's cultural or natural history.	Although maps indicate that there were structures in the vicinity of the subject site in the 1850s, it is not conclusive as to whether any were located on the subject site. It is possible that deposits associated with earlier structures are present in subfloor spaces or in the subsurface, however it is beyond the scope of this report to assess the archaeological potential of the site. The construction and technical elements of the property are similar to that present in other terraces of this era throughout Redfern.
Guidelines for Inclusion • has the potential to yield new or further substantial scientific and/or archaeological information • is an important benchmark or reference site or type • provides evidence of past human cultures that is unavailable elsewhere	 Guidelines for Exclusion the knowledge gained would be irrelevant to research on science, human history or culture has little archaeological or research potential ⊠ only contains information that is readily available from other resources or archaeological sites □
F – Rarity An item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history.	There are numerous examples of Victorian commercial terraces in Sydney which are in a more intact setting and which better represent the style displayed in the subject buildings. The subject site therefore does not meet the required threshold for this criterion.

Criteria	Significance Assessment
Guidelines for Inclusion	Guidelines for Exclusion
 provides evidence of a defunct custom, way of life or process 	 is not rare is numerous but under threat
 demonstrates a process, custom or other human activity that is in danger of being lost 	
 shows unusually accurate evidence of a significant human activity 	
• is the only example of its type	
demonstrates designs or techniques of exceptional interest	
 shows rare evidence of a significant human activity important to a community 	
G – Representative	The subject site comprises items which are generally
An item is important in demonstrating the principal characteristics of a class of NSWs (or the local area's):	representative of Victorian commercial terraces, albeit altered and in a historically degraded context.
• cultural or natural places; or	
cultural or natural environments.	
Guidelines for Inclusion	Guidelines for Exclusion
• is a fine example of its type	is a poor example of its type
 has the principal characteristics of an important class or group of items 	 does not include or has lost the range of characteristics of a type
 has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity 	 does not represent well the characteristics that make up a significant variation of a type
• is a significant variation to a class of items	
 is part of a group which collectively illustrates a representative type 	
 is outstanding because of its setting, condition or size 	
 is outstanding because of its integrity or the 	

4.3. STATEMENT OF SIGNIFICANCE 80-88 REGENT STREET, REDFERN

While the subject site comprises items which are generally representative of Victorian commercial terraces, they are not considered to meet the requisite threshold for heritage listing.

The subject commercial terraces have been so altered on the ground floor that they no longer constitute good examples of the style. It is considered that there are numerous examples of the typology and style in Sydney generally which are in significantly more intact settings and better represent the phase of commercial development.

4.4. STATEMENT OF SIGNIFICANCE – REDFERN ESTATE HERITAGE CONSERVATION AREA

The subject site is located opposite the western end of the Redfern Estate Conservation Area.

The statement of significance provided by the NSW Heritage Register for the Redfern Estate Conservation Area is as follows:

The Redfern Estate Heritage Conservation Area is historically significant as an early Victorian structured subdivision covering the entire grant to William Redfern. The development of the estate from the 1840s - 1890s reflects the establishment of the Railway at Redfern. The importance of the suburb of Redfern in the mid/late nineteenth century is evidenced in the development of the Commercial Centre, the fine Civic buildings, the Park and the prestige housing on primary streets. The area is able to represent a great diversity of housing types dating from the period 1840 - 1890. Large scale factories and warehouses reflect the importance of manufacturing in Redfern in the early twentieth century.

5. IMPACT ASSESSMENT

5.1. HERITAGE LISTING

The subject site is not heritage listed under the Sydney Local Environmental Plan 2012, nor is it located within a Heritage Conservation Area, as shown on the heritage map and building contributions map below. The subject site is also not listed under the State Environmental Planning Policy (Major Development) 2005.

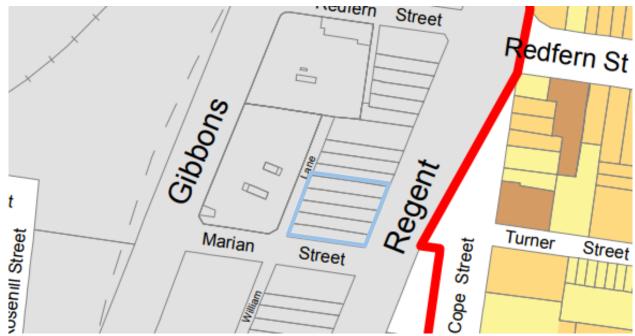
It however, located adjacent to the 'Redfern Estate Conservation Area' (C56) which is listed on the Sydney LEP 2012. The site is not located within the visual curtilage of any heritage items listed on the SEPP.

Figure 47 - Heritage map showing the heritage listed items in the vicinity of the subject site. Subject site indicated in blue.



Source: Sydney LEP 2012, Heritage Map HER_009

Figure 48 - Building contributions map, subject site indicated in blue



Source: Sydney DCP 2012, Building Contributions Map, Sheet 009

5.2. STATUTORY CONTROLS

5.2.1. State Environmental Planning Policy (Major Development) 2005

The proposed works have been discussed generally below in relation to the objectives of the Division 3 Provisions relating to development of Redfern–Waterloo Authority Sites.

Table 2 – State Environmental Planning Policy (Major Development) 2005

Clause	Discussion
9 Business Zone – Commercial Core	
 (1) The objectives of the Business Zone—Commercial Core are as follows: (a) to facilitate the development of a town centre, (b) to encourage employment generating activities by providing a wide range of retail, business, office, community and entertainment facilities, (c) to permit residential development that is compatible with non-residential development, (d) to maximise public transport patronage and encourage walking and cycling, (e) to ensure the vitality and safety of the community and public domain, (f) to ensure buildings achieve design excellence, (g) to promote landscaped areas with strong visual and aesthetic values to enhance the amenity of the area. 	The subject site has been earmarked for higher density development. This is evidenced by the relevant controls in the Major Developments SEPP in which the subject site and flanking blocks to the north and south have a generous allowable FSR and height. The subject site and that to the north are in isolation as the only exceptions. It is noted that a multi storey development for student housing on the adjoining site to the north (78 Regent Street) has recently been constructed. The recent development provides student accommodation and facilitates similar to that of the proposed development. It is considered that the proposed development of the subject site would complete the pattern of similar development on that block and contribute to the development of a town centre. Furthermore, it will provide a form of residential development that is compatible with non- residential development.
27 Heritage Conservation(1) A person must not, in respect of a building, work,	None of the structures comprised within the subject site or in
relic, tree or place that is a heritage item:(a) demolish, dismantle, move or alter the building, work, relic, tree or place, or	its vicinity are listed as items of environmental heritage on the SEPP or under the City of Sydney LEP 2012. As such, there are no statutory constraints against their removal from a heritage perspective.
 (b) damage or remove the relic, or (c) excavate land for the purpose of discovering, exposing or moving the relic, or (d) damage or despoil the tree or place, or (e) erect a building on, or subdivide, land on which the building, work or relic is situated or that comprises the place, or 	Furthermore, the structures comprised within the subject site have been assessed not to fulfil the criterion for local listing. Notwithstanding, the proximate heritage conservation area is listed on the City of Sydney Local Environmental Plan and the proposed works have therefore been discussed with reference to the relevant provisions in this document below.

Clause	Discussion
(f) damage any tree or land on which the building, work or relic is situated on or on the land which comprises the place, or	
(g) make structural changes to the interior of the building or work, except with the consent of the consent authority.	

5.2.2. Local Environmental Plan

The proposed works are addressed in the table below in relation to the relevant clauses in the LEP.

Table 3 – Local Environmental Plan

Clause	Discussion
 (1) Objectives The objectives of this clause are as follows: (a) to conserve the environmental heritage of the City of Sydney, (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views, (c) to conserve archaeological sites, (d) to conserve Aboriginal objects and Aboriginal places of heritage significance. 	The subject site is not a listed heritage item under the Sydney Local Environmental Plan (LEP) 2012. It is however, located adjacent to the 'Redfern Estate Conservation Area' (C56) which is listed on the LEP. As detailed in the discussion below it is generally assessed that the proposed works would not impact on the heritage significance of the conservation area.
 (2) Requirement for consent Development consent is required for any of the following: (a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance): (i) a heritage item, (ii) an Aboriginal object, (iii) a building, work, relic or tree within a heritage conservation area, (b) altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item, (c) disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the 	This report has been prepared in order to assist the consent authority in assessing the potential heritage impact of the proposed works on the heritage significance of the conservation area.

Clause	Discussion
relic being discovered, exposed, moved, damaged or destroyed,	
(d) disturbing or excavating an Aboriginal place of heritage significance,	
(e) erecting a building on land:	
(i) on which a heritage item is located or that is within a heritage conservation area, or	
(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,	
(f) subdividing land:	
(i) on which a heritage item is located or that is within a heritage conservation area, or	
(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.	
(4) Effect of proposed development on heritage significance	This report has been prepared in response to this provision. The assessment herein considered the potential heritage
The consent authority must, before granting consent	impact of the proposed works on the heritage significance of the proximate heritage conservation area.
under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed	The subject site presently comprises five federation
development on the heritage significance of the item or area concerned. This subclause applies regardless of	terraces/shops, which are not heritage listed. Whilst the site generally constitutes evidence of a period of development
whether a heritage management document is prepared	along Regent Street, the context of the buildings is
under subclause (5) or a heritage conservation management plan is submitted under subclause (6).	significantly degraded and the area is no longer clearly indicative of this historical phase.
	The subject site is located within a block that has recently
	undergone significant redevelopment, which includes the construction of student accommodation on the adjacent site.
	The subject proposal is therefore a suitable use for the site
	and will complete the pattern of redevelopment on the block.
	Notwithstanding, the subject proposal responds to the heritage character of the area in its articulation and
	modulation of facades and form. The proposed development takes cues from the adjoining development and existing
	facades. The built form includes a setback of 3 meters from Level 02 to Regent and Marion Streets.
	The subject site is located on a main arterial road which provides a distinct boundary between the Redfern Estate Conservation Area and the subject site.
	Overall, it is considered that the proposed development would be in line with the intended future character of the

Clause	Discussion
	area and would not have a detrimental impact on the proximate conservation area.
 (7) Archaeological sites The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the Heritage Act 1977 applies): (a) notify the Heritage Council of its intention to grant consent, and (b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent. 	A separate historical archaeological assessment has been prepared to accompany the development proposal.

5.2.3. Development Control Plan

The proposed works are addressed in the table below in relation to the relevant provisions in the DCP.

Table 4 – Development Control Plan

Table 4 – Development Control Plan Clause	Discussion
3.9.1 Heritage Impact Statements	
 (1) A Heritage Impact Statement is to be submitted as part of the Statement of Environmental Effects for development applications affecting: (a) heritage items identified in the Sydney LEP 2012; or (b) properties within a Heritage Conservation Area identified in Sudney LEP 2012. 	This heritage impact statement has been prepared in order to assist the consent authority in determining the likely heritage impact of the proposed development on Redfern Estate Heritage Conservation Area which is located to the east of the subject site.
identified in Sydney LEP 2012. (3) Alterations and additions to buildings and structures and new development of sites in the vicinity of a heritage item are to be designed to respect and complement the heritage item in terms of the: (a) building envelope; (b) proportions; (c) materials, colours and finishes; and (d) building and street alignment.	 a) The proposed building envelope is a well detailed contemporary high density residential development. The area in which the subject site is located is earmarked for higher density future development as evidenced by the planning controls outlined in the SEPP (major development) and the scale of the existing development on the block. Therefore, although the proposed envelope would be of a significantly different height than the items located within the conservation area opposite, the relationship of the setting to the conservation area would be essentially unchanged and it would be mediated by the podium at street level. Further, it should be noted that the subject site is separated from the conservation area by a wide -five lane road and a landscape reserve. In response to the assessed heritage significance of the subject site, the existing shopfronts would be removed and replaced with a new two storey podium to respond to the street level. The retention of the shopfront was considered in the concept plan; however, it was assessed that a better urban design outcome would be achieved by replacing the shopfronts with a new structure. It is not feasible to retain the shopfronts in a meaningful way if the site is to be developed to its full potential. b) The proportions of the proposed development are typical of those of similar typology on the block bounded by Regent Street, Gibbons Street, Marion Street and Lawson Square. They are also a product of the generous height and FSR controls applied to the block under the SEPP. As such, it is considered that the character of the block in terms of its proportions would remain essentially unchanged and that the impact on the conservation area would therefore be neutral. c) The proposed building would feature face brick. This material would be generally complimentary to the materiality of the

Clause	Discussion
	conservation area and balanced with the large areas of glazing that articulate the building.
	d) The established zero lot street alignment would remain unchanged as the podium would have the same setback. The sense of enclosure along the west side of the street created by the early shopfronts would be retained.
	The upper level setback is consistent with the setback of the student accommodation development at 60-78 Regent Street.
(4) Development in the vicinity of a heritage item is to minimise the impact on the setting of the item by:	a) The curtilage around the conservation area would remain unchanged at the podium level. This would ensure that the
(a) providing an adequate area around the building to allow interpretation of the heritage item;	building does not obscure any established view lines to the conservation area from the public domain.
 (b) retaining original or significant landscaping (including plantings with direct links or association with the heritage item); 	There is a significant separation between the conservation area and the subject site such as the proposed tower would not impact any significant views to the former.
(c) protecting, where possible and allowing the interpretation of archaeological features; and	b) There is no significant landscaping identified which is associated with the conservation area and which would be impacted by the proposed development.
(d) Retaining and respecting significant views to and from the heritage item.	c) It is beyond the scope of this report to assess archaeological potential.
	d) As discussed above, views towards the items comprised within the conservation area from the public domain would not be obstructed as the tower would be wholly confined within the subject site and which would be located on a block almost entirely dominated by high density development at present.
	Further, it should be noted that there are no existing view lines between the subject site and most of the items comprised within the conservation area which is relatively large.
	Any views towards the subject site from the conservation area are currently dominated by extant contemporary development. As such, the character of the views would remain unchanged.

5.3. HERITAGE DIVISION GUIDELINES

The proposed works are addressed in relation to relevant questions posed in the Heritage Division's 'Statement of Heritage Impact' guidelines.

Table 5 – Heritage Division Guidelines

Question	Discussion
The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:	As discussed above and summarised below in this table, it is considered that the proposed works would have no impact on the significance of the conservation area. The materials and design of the building are well resolved for the location and the proposal is of high design quality. This will improve the interface been the existing residential flat
The following aspects of the proposal could detrimentally impact on heritage significance. The reasons are explained as well as the measures to be taken to minimise impacts:	buildings to the west and north west and Regent Street. It is considered that the proposed development would have no impact on the heritage significance of the conservation area. No negative impacts in terms of heritage are anticipated.
The following sympathetic solutions have been considered and discounted for the following reasons:	N/A
New development adjacent to a heritage item How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects? How is the impact of the new development on the heritage significance of the item or area to be minimised? Why is the new development required to be adjacent to a heritage item? How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance? Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected? Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)? Will the additions visually dominate the heritage item?	 The proposed multi-unit development has been sympathetically designed with interesting articulation of form and application of material. Specifically: The eastern façade of the tower would be set back from the podium below towards the north east corner to create a shadow line which would emphasise the human scale of the podium; The use of masonry on the façade at the podium level softens the appearance of the bulk and would establish some relationship with the items comprised in the conservation area in terms of materiality; and architectural language. the podium would respect the forms and rhythm of the remnant early shopfront adjacent to the north. The podium would be broken up into vertically proportioned bays and would represent a contemporary interpretation of the historic building typology on the street.

Question	Discussion
How has this been minimised?	
Will the public, and users of the item, still be able to view and appreciate its significance?	

6. CONCLUSION AND RECOMMENDATIONS

The proposed works have been assessed to have no impact on the proximate Redfern Estate Heritage Conservation Area. The reasons are summarised as follows:

- The subject site has been earmarked for higher density development as evidenced by the relevant controls in the Major Development SEPP in which the subject site and blocks to the north and south are zoned with a substantial FSR and height controls.
- Notwithstanding the subject site, the subject block and the block adjacent to the north have been developed in accordance with these controls and now feature contemporary multi storey developments.
- The redevelopment of the subject site will complete the pattern of similar development that has occurred in the subject block. The impact of this on the conservation area in terms of character and scale would therefore be neutral.
- The removal of the shopfronts has been assessed in accordance with the assessment of significance. It
 is considered that a better urban design outcome for the site would be achieved by their removal and the
 construction of an entirely new development with a sympathetic podium which is appropriate to the scale
 of the streetscape. The proposed podium is consistent with the approved development on the adjoining
 site at 60-78 Regent Street Redfern and would have a relationship in terms of height with a number of
 the double storey items comprised within the conservation area. The podium would serve to visually
 mediate the difference in scale between it and the proposed development;
- The podium would provide a good urban design outcome along Regent Street, where the higher density developments have ground floor retail. The external treatment of the ground floor tenancies would reflect the pattern of development along Regent Street and contribute to the amenity of local residents.
- The proposed multi storey student accommodation demonstrates design excellence and has been sympathetically designed with consideration of form and materiality.
- The materials and design of the building are well resolved for the location and the proposal is of high design quality. This will improve the interface been the existing residential flat buildings to the west and north west and Regent Street.

In accordance with these observations, the proposed works are supported from a heritage perspective.

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7.1. **BIBLIOGRAPHY**

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[Note: Some government departments have changed their names over time and the above publications state the name at the time of publication.]

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APPENDIX A SANDS DIRECTORY LISTINGS

A.1

Table 6 – Summary of occupants listed in Sands Director

Year	Occupants
1880	David Austin, pawnbroker
	Charles Peate, hairdresser
	Frederick Richardson, carpenter
	William Nicholls, greengrocer
	Edward Quick
	Edward Boulton
1883	112 – Margaret Kavanagh
	114 – Charles James Juleff, greengrocer
	116 – Henry Deykin, dealer
	118 – James Biggar, earthenware dealer
	120 – Charles Peat, hairdresser
1884	112 – John Cavanagh
	114 – Charles James Juleff, greengrocer
	116 – Henry Clark, greengrocer
	118 – James Biggar, china and glass dealer
	120 – Charles Peat, barber and tobacconist
1885	112 – John Cavanagh
	114 – Charles Juleff, greengrocer
	116 – Henry Clarke, greengrocer
	118 – James Biggar, china and glass dealer
	120 – Charles Peat, barber
1886	112 – John Cavanagh, fireman
	114 – Henry Parkes, hairdresser
	116 – Thomas Whittell, fruiterer
	118 – James Biggar, china and glass dealer
	120 – Charles Peat, hairdresser
1888	112 – N.A
	114 – Henry Parkes, hairdresser
	116 – Samuel Thomas, fruiterer

Year	Occupants
	118 – James Biggar, china and glass dealer
	120 – Charles Peat, hairdresser
1889	No. 110-112 – John Smedley, fruiterer
	No. 114 – Henry Parkes, hairdresser
	No. 116 – Ellen Hughes, confectioner
	No. 118 – James Biggar, china and glass dealer
	No. 120 – Charles Peate, hairdresser
1890	No. 110-112 – William Goodman, dyer
	No. 114 – Josiah Hokin, greengrocer
	No. 116 – Abraham Law, fruiterer
	No. 118 – E.W. Key, crockery dealer
	No. 120 - Charles Peate, haidresser
1891	No. 132 – John Toohey, tobacconist
	No. 134 – Alfred Yerbury, fruiterer
	No. 136 – Isabella Rago, oyster saloon
	No. 138 – James Biggar, crockery store
	No. 140 – Charles Peate, haidresser
1892	No. 132 – John Toohey, tobacconist
	No. 134 – Alfred Yerbury, fruiterer
	No. 136 – E. Burrell, draper
	No. 138 – James Biggar, crockery store
	No. 140 – Edward Sharpless, cabinetmaker
1893	No. 132 – John Toohey, storekeeper
	No. 134 – Alfred Yerbury, fruiterer
	No. 136 – William Bourke, bootmaker
	No. 138 – James Biggar, crockery store
	No. 140 – Enoch Beard, furniture dealer
1894	No. 132 – John Toohey, storekeeper
	No. 134 – Michael McKenna, bootmaker
	No. 136 – McDonald and Co., boot manufacturers

Year	Occupants
	No. 138 – James Biggar, crockery store
	No. 140 – W.E. Beard, furniture dealer
1895	No. 132 – John Toohey, storekeeper
	No. 134 – N/A
	No. 136 – Mary Tideswell, confectioner
	No. 138 – James Biggar, crockery store
	No. 140 – George Hubbard, dyer
	No. 140 – A. Porter, bootmaker
1896	No. 132 – John Toohey, storekeeper
	No. 134 – N/A
	No. 136 – S.T. Baker, confectioner
	No. 138 – James Biggar, crockery store
	No. 140 – George Hubbard, dyer
	A. Porter, bootmaker
1897	No. 132 – John Toohey, storekeeper
	No. 134 – J.T. Smedley, greengrocer
	No. 136 – S.T. Baker, confectioner
	No. 138 – James Biggar, crockery store
	No. 140 – George Hubbard, dyer
1898	No. 132 – John Toohey, storekeeper
	No. 134 – Mrs Tidswell, draper
	No. 136 – S.T. Baker, confectioner
	No. 138 – James Biggar, crockery store
	No. 140 – George Hubbard, dyer
1899	No. 132 – John Toohey, storekeeper
	No. 134 – N/A
	No. 136 – S.T. Baker, confectioner
	No. 138 – James Biggar, crockery store
	No. 140 – George Hubbard, dyer
	A. McKeown, dressmaker

Year	Occupants
1900-1904	No. 132 – John Toohey, storekeeper
	No. 134 – J.R. Cott, dealer
	No. 136 – S.T. Baker, confectioner
	No. 138 – James Biggar, crockery store
	No. 140 – George Hubbard, dyer
1905	No. 132 – John Toohey, storekeeper
	No. 134 – J.R. Cott, dealer
	No. 136 – S.T. Baker, confectioner
	No. 138 – James Biggar, crockery store
	No. 140 – George Hubbard, dyer
	No. 140 – H.H. Dickenson, boot shop
1906	No. 132 – N/A
	No. 134 – J.R. Cott, dealer
	No. 136 – N/A
	No. 138 – James Biggar, crockery store
	No. 140 – George Hubbard, dyer
1907	No. 128 – J.F. Ashwood Ltd, grocers
	No. 130 – W.H. Coates, estate and insurance agent
	No. 132 – Albert Dawson, tailor
	No. 134 – James Biggar, crockery store
	No. 136 – Leah Lewis, milliner
1909	No. 132 – Albert Dawson, tailor
	No. 134 – James Biggar, crockery store
	No. 136 – R.F. Keenan, furniture dealer
	No. 138 – Solomon Cohen, pawnbroker
	No. 140 – Leah Lewis, milliner
1910-1914	No. 132 – Albert Dawson, tailor
	No. 134 – Eliza Biggar, crockery store
	No. 136 – R.F. Keenan or George Thorpe, furniture dealer
	No. 138 – J.H. Ellis or A.I. Stead, whitework factory

Year	Occupants
	No. 140 – Leah Lewis, milliner
1915	No. 80 – Albert Dawson, tailor
	No. 82 – Eliza Biggar, crockery store
	No. 84 – R.F. Keenan or George Thorpe, furniture dealer
	No. 86 – J.H. Ellis or A.I. Stead, whitework factory
	No. 88 – Leah Lewis, milliner



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